

Message Text

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ACTION SS-25

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P 081714Z AUG 78
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TO SECSTATE WASHDC PRIORITY 3269
SECDEF WASHDC PRIORITY
DCPA WASHDC
FPA WASHDC
AMEMBASSY DUBLIN
AMEMBASSY MADRID
AMCONSUL STUTTGART
AMEMBASSY TEHRAN
ALL NATO CAPITALS
CINCUSAREUR HEIDELBERG GER
CINCLANT NORFOLK VA
CINCUSAFE RAMSTEIN AB GER
USNMR SHAPE BE
USCINCEUR VAIHINGEN GER

C O N F I D E N T I A L SECTION 01 OF 02 USNATO 07506

EXDIS

MILITARY ADDEES TREAT AS SPECAT EXCLUSIVE

FOR WASHINGTON LIAISON GROUP

E.O.11652: GDS
TAGS: MPOL, NATO, CEP
SUBJECT: EMERGENCY EVACUATION PLANNING FROM GERMANY

REF: (A) BONN 13875 DTG 291258Z JULY 78 (NOTAL), (B)LONDON
12318 DTG 021829Z AUG 78 (NOTAL), (C) PARIS 24561 DTG 0418
102 AUG 78 (NOTAL), (D) MADRID 9044 DTG 070956Z AUG 78
(NOTAL), (E) CM(77)52 DATED 21 OCT 1977
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1. WE BELIEVE THAT THE GENERAL THRUST OF THE PROPOSAL
ADVANCED IN REF A HAS MERIT AND SHOULD BE EXPLORED, BUT
WITH CAUTION. WHILE REF E, AGREED TO BY THE U.S. IN OCT
1977, DOES NOT PROVIDE SPECIFIC POLICY FOR BILATERAL DIS-
CUSSIONS AND AGREEMENTS WITH OTHER THAN HOST NATIONS (IN
THIS CASE THE FRG), WE BELIEVE THAT THE INTENT OF CM(77)52

STARTS FROM THE PREMISE THAT AN EFFORT SHOULD BE MADE TO PROVIDE FOR THE MOST REALISTIC EVACUATION PLANNING POSSIBLE. CONTINGENCY PLANNING DISCUSSIONS WITH POTENTIAL "SAFE HAVEN" NATIONS ARE A LOGICAL EXTENSION OF THE BILATERAL DISCUSSIONS SPECIFICALLY COVERED BY CM(77)52.

2. WE ACCEPT THE LOGIC IN LONDON'S POINT (REF B) THAT A NATO ALLY SUCH AS THE UK WOULD PROBABLY BE HIGHLY COOPERATIVE WITHOUT AN AGREEMENT AND THAT THE EXISTENCE OF AN AGREEMENT DOES NOT GUARANTEE COOPERATION. HOWEVER, WE ASSUME THE PRINCIPAL REASON FOR SEEKING SUCH AGREEMENT IS NOT TO ESTABLISH JURIDICAL GROUNDS FOR ACCEPTING EVACUEES, BUT RATHER TO DEVELOP JOINT CONTINGENCY PLANS.

3. NEVERTHELESS, SINCE THE SUBJECT OF EVACUATION PLANNING IS AN EXTREMELY SENSITIVE ISSUE TO WHICH BROADER POLICY IMPLICATIONS COULD BE ERRONEOUSLY ATTACHED, IT MUST BE CLOSELY HELD. FOR THIS REASON, WE FAVOR LIMITING DISCUSSIONS TO NATO MEMBER NATIONS. FURTHER, A NATION-BY-NATION APPROACH IN DISCUSSING THIS MATTER MAY BE THE MOST PRUDENT AND EFFECTIVE COURSE OF ACTION. FOR EXAMPLE, FOLLOWING BILATERAL DISCUSSIONS OF THE PROPOSED ACTION WITH THE FRG, IT MAY BE APPROPRIATE TO INITIATE INFORMAL DISCUSSIONS WITH BELGIUM, THE NETHERLANDS AND DENMARK, IN THAT ORDER, AS A FIRST STEP. IF SUCH DISCUSSIONS PROVE SUCCESSFUL, CONSIDERATION MIGHT THEN BE GIVEN TO DISCUSSIONS WITH CONFIDENTIAL

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OTHER MEMBER NATIONS SUCH AS THE UK, NORWAY, PORTUGAL AND ITALY. WE APPRECIATE THE POINT MADE BY PARIS (REF C) CONCERNING DISCUSSIONS WITH THE FRENCH AND RECOGNIZE THAT FRANCE IS A SPECIAL CASE. HOWEVER, WE WONDER WHETHER IT MIGHT NOT BE POSSIBLE TO ENGAGE THE FRENCH IN QUIET CONTINGENCY PLANNING ON THE ISSUE, RECOGNIZING THE ODDS ARE AGAINST THEIR ACCEPTING A FORMAL AGREEMENT. WE APPRECIATE THE VIEWS OF MADRID (REF D). HOWEVER, WE BELIEVE THE PURPOSE OF PLANNING FOR THE ORDERLY EVACUATION OF NON-ESSENTIAL U.S. CITIZENS IS NOT TO PULL UP STAKES AND RUN BUT RATHER TO DEVELOP PLANS TO SAVE HUMAN LIVES AND TO CLEAR THE DECKS SO THAT COMBAT OPERATIONS CAN BE CONDUCTED MORE EFFECTIVELY. WE BELIEVE THIS POINT WILL BE UNDERSTOOD BY OUR ALLIES. IN SUM, WE BELIEVE THAT A CAUTIOUS, LOW-KEY APPROACH WITHOUT FANFARE MAY BE THE MOST EFFECTIVE WAY TO TACKLE THE PROBLEM. FYI: AS WASHINGTON WILL RECALL, DURING THE JUNE 1978 PLENARY SESSION OF THE SCEPC, THE FRG REP (MEINKE-GLUCKERT) ANNOUNCED THAT THE FRG WAS NEGOTIATING WITH DENMARK AND NORWAY FOR THE CRISIS EVACUATION OF GERMAN CITIZENS AND THAT IT WAS ANTICIPATED THAT THESE AGREEMENTS WOULD BE REACHED BY END 1978. THEREFORE, IT APPEARS THAT THE FRG MAY BE RECEPTIVE TO DISCUSSIONS

ON U.S. CIVILIAN EVACUATION PLANNING. END FYI.

4. FURTHER, WE BELIEVE THAT IT IS UNWISE TO PLAN FOR CONDUCTING NON-ESSENTIAL CIVILIAN EVACUATION BASED UPON THE POSSIBLE AVAILABILITY OF RETURN FLIGHTS OF U.S. CIVIL AND MILITARY AIRCRAFT ENGAGED IN REINFORCEMENT OF OTHER MILITARY OPERATIONS. THIS IS BASED IN PART ON THE RECOGNIZED PHYSICAL RESTRICTION FOR ACCOMMODATING PASSENGERS AT MANY AIRFIELDS IN THE FRG, ANTICIPATED AIRCRAFT DIVER-

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SIONS FOR OPERATIONAL REASONS, AND THE QUICK TURN-AROUND OF AIRLIFT AIRCRAFT REQUIRED TO ACCELERATE REINFORCEMENT. COMMENT: THIS WAS INFORMALLY DISCUSSED WITH MILITARY AIRLIFT COMMAND (MAC) PERSONNEL DURING RECENT DISCUSSIONS HERE CONCERNING CIVIL AIRLIFT. IT WAS THE OPINION OF MAC PERSONNEL THAT FOR PLANNING PURPOSES THE USE OF REINFORCEMENT AIRLIFT AIRCRAFT FOR NON-ESSENTIAL CIVILIAN EVACUATION WAS INFEASIBLE. END COMMENT.

5. WE DO NOT BELIEVE THAT THIS SUBJECT NEEDS ADDITIONAL CONSULTATION IN THE SCEPC AS SUGGESTED IN REF B. WE DO

BELIEVE THE FRG SHOULD FIRST BE INFORMED BILATERALLY OF
ANY PROPOSED DISCUSSION WITH OTHERS INVOLVING CONTINGENCY
PLANNING FOR THE EVACUATION OF U.S. CITIZENS FROM THE FRG.
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AS NOTED ABOVE, THE PROVISIONS OF CM(77)52 APPEAR TO PRO-
VIDE AN ADEQUATE FRAMEWORK FOR BILATERAL CONSULTATIONS AND
AGREEMENTS FOR PLANNING FOR THE ORDERLY EVACUATION OF
NON-ESSENTIAL U.S. CITIZENS FROM THE FRG TO OTHER MEMBER
NATIONS OR TO THE U.S. HOWEVER, GIVEN THE WORDING OF
CM(77)52, THE DIFFICULT AND MOST COMPLEX ISSUE OF COURSE
IN THIS AREA IS DETERMINING UNDER WHAT CIRCUMSTANCES SUCH
PLANS SHOULD BE IMPLEMENTED.

6. WE ARE AWARE THAT ALL ADDRESSEES, WITH THE EXCEPTIONS
OF DUBLIN, MADRID AND TEHRAN, HAVE REF E, CM(77)52.
THEREFORE, WE RECOMMEND THAT THESE THREE POSTS BE PRO-
VIDED BY THE DEPARTMENT OF STATE CM(77)52 ON AN INTERIM
BASIS UNDER THE PROVISIONS OF PARA 87, ENCLOSURE 1, DATED
FEBRUARY 26, 1975, TO USSAN INSTRUCTIONS 1-69. GLITMAN

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